**IRS 340: Peace Missions and Peacekeeping**

**Lecture One: Introduction**

**Peace**

Peace is a political condition that ensures justice and social stability through formal and informal institutions, practices, and norms.

Peace is often defined negatively as the absence of war and physical violence. This is problematic, not least of which is that peace is often defined differently by different groups in a conflict. In order to define peace in a broader and more positive way, Johan Galtung (1975) differentiated between negative and positive peace. Whereas negative peace is the absence of direct violence (e.g., people being killed), positive peace also includes the absence of structural violence (e.g., dying as a result of poverty), and cultural violence (e.g., factors that blind people to injustice or allow them to rationalize it).

**Peacekeeping**

Peacekeeping is the use of a multinational force, usually including military and/or civilian personnel in a field of conflict. It also operates under consent; the host country must provide permission for the peacekeeping force to operate on its territory. Sovereignty of states is thus recognized by the peacekeeping operations and as soon as the permission is withdrawn the force must leave. Peacekeeping has also typically involved lightly armed military personnel. Use of force is used only in self-defense. In effect, peacekeeping is sometimes termed as a Chapter VI ½ peace operation, residing somewhere between the peaceful resolution of conflicts (chapter 6 of the UN Charter) and enforcement (chapter 7). Neutrality and impartiality are crucial for a peacekeeping operation. The nationality of the troops is also important, as members of aligned nations can be regarded as taking sides. Equally important is that the peacekeeping force does not support one warring faction over the other. While this definition can be attributed to peacekeeping throughout much of its history, peacekeeping became much more complex and multifaceted after the end of the Cold War.

The deployment of a United Nations presence in the field, hitherto with the consent of all the parties concerned, normally involving United Nations military and/or police personnel and frequently civilians as well.

Peacekeeping operations are undertaken with the consent of all the main parties to a dispute, designed to monitor and facilitate the implementation of an agreement and support diplomatic efforts to reach a long-term political settlement.

An operation involving military personnel, but without enforcement powers, established by the United Nations to help maintain or restore international peace and security in areas of conflict.

It is a technique designed to preserve the peace, however fragile, where fighting has been halted, and to assist in implementing agreements achieved by the peacemakers.

**Peace Enforcement**

Peace enforcement is typically associated with the employment of military forces in order minimally to generate ‘negative peace’, or the absence of violent conflict engagement. Unlike peacekeeping, peace enforcement operations are applied when Chapter VII of the Charter is invoked. It is needed when achieving a peaceful settlement has failed. Armed force may be necessary if the Security Council sees the situation as a threat to peace, a breach of peace, or an act of aggression (UN Charter 1945). In effect, a peacekeeping operation can quickly turn into a peace enforcement mission if the situation is called upon. Peace enforcement troops are in contrast to peacekeeping forces in that they are actively militarily involved in trying to end a conflict. Peacekeepers on the other hand can only use force in self-defense. While many peacekeeping operations in the last decade have been labeled peacekeeping operations, they have in fact been both peacekeeping and peace enforcement mission.

The application of military force, or threat of its use, normally pursuant to international authorization, to compel compliance with resolutions or sanctions designed to maintain or restore peace and order as defined in the UN Charter and typically referred to as chapter 7 operations.

**Peace-Building**

Peace-building is relatively new, as it was first defined by the UN in the early 1990’s. In an Agenda for Peace, then Secretary-General Boutros-Ghali defined peace-building as the construction of a new environment that fosters economic and social cooperation with the purpose of building confidence among previously warring parties. By developing the social, political and economic infrastructure it is possible to prevent future violence and laying the foundations for a durable peace. Some observers note that peace-building encompasses programs ranging from micro-level changes of conflicting communities to macro-level institutional changes that address the structural causes of conflict.

Some scholars have argued thatpeace building seems to be a generic term loosely used to encompass many activities, including those under the realms of peace-making and -keeping. In general, peace building aims to address the underlying causes of conflict and create institutional and socio-economic structures which promote lasting peace.

Involves a range of measures targeted to reduce the risk of lapsing or relapsing into conflict by strengthening national capacities at all levels for conflict management, and to lay the foundation for sustainable peace and development.

**Peacemaking**

Involves diplomatic efforts to manage or resolve the conflict. According to the UN, peacemaking is "action to bring hostile parties to agreement, essentially through such peaceful means as those foreseen in Chapter VI of the Charter of the United Nations; Pacific Settlement of Disputes. In this sense, peacemaking is the diplomatic effort intended to move a violent conflict into nonviolent dialogue, where differences are settled through representative political institutions. The objective of peacemaking is thus to end the violence between the contending parties. Peacemaking can be done through negotiation, mediation, conciliation, and arbitration. International law provides another channel through international courts.

Peacemaking generally includes measures to address conflicts in progress and usually involves diplomatic action to bring hostile parties to a negotiated agreement. The United Nations Secretary-General, upon the request of the Security Council or the General Assembly or at his/ her own initiative, may exercise his or her “good offices” to facilitate the resolution of the conflict. Peacemakers may also be envoys, governments, groups of states, regional organizations or the United Nations. Peacemaking efforts may also be undertaken by unofficial and non-governmental groups, or by a prominent personality working independently.

**Basic Definitions of Concepts and Terms Used in Peacekeeping**

**Peacemaking**. Peacemaking operations are conducted with the mutual consent of the combating sides, or possibly at their request. For example, the parties may decide, independently or under pressure from international organizations or individual states, to cease military actions, but they are unable to do so without help from the world community and international peacekeeping forces.

Among the goals of such operations are:

• helping stop military actions;

• organizing the negotiation process.

The political aspect of these operations consists of arranging contacts, either direct or through

intermediaries, for purposes of stopping fire, or for a first-time separation of the armed combating sides, as well as to prepare and initiate negotiations to bring the conflict under control. In this process, the armed peace force performs the following basic missions:

• separating the armed combatants, to include establishing demilitarized or buffer zones along the lines of contact between the two sides;

• monitoring cease fires;

• assisting in the development of the military portions of armistice or cease-fire agreements;

• preventing and suppressing attempts to resume combat actions, including such attempts on the part of unruly field commanders;

• facilitating contacts between combatant field commanders, or between such commanders and government troops, in order to resolve specific problems in halting combat actions in various local zones and establishing peace there;

• preventing incidents which could disrupt the cease fire;

• maintaining law and order in the zones of separation between the warring sides;

• guarding strategic and important objectives, such as reservoirs, power stations, and factories, damage to which would represent a threat to the populace;

• assisting with the conduct of humanitarian actions, including providing for their security.

Peacemaking operations are generally initiated when the combatants agree to halt their fire, and they usually conclude when armistices are signed.

**Peacekeeping**. Peacekeeping operations are also conducted with the consent of one or all sides of the conflict and fall into one of two categories. The first includes operations that are a sort of logical or practical continuation of peacemaking operations. After an armistice has been signed, negotiations begin in order to bring about the peaceful resolution of the conflict.

The second category includes operations conducted to implement a previously signed accord. One such example would be the NATO operation being carried out in Bosnia subsequent to the Dayton signing. In this case, the goal of the operation, including its military aspect, is assuring implementation of the terms of the agreement by all parties involved in the conflict.

**Peace Enforcement**. Peace enforcement operations involve the use of an armed force, or the threat of such use, in order to compel combatants to cease their fighting and seek peace. Such operations might include combat actions taken by a peacekeeping force in order to separate and disarm the warring sides. These operations might be directed at all warring parties, or at a single party that refuses to submit to cease-fire demands. On a practical level, peace enforcement actions include:

* carrying out international sanctions against the opposing sides, or against the side that represents the driving force in the armed conflict;
* isolating the conflict zones and preventing arms deliveries to the area, as well as preventing penetration of the area by armed formations;
* delivering air or missile strikes on positions of the side that refuses to halt its combat actions;
* rapid deployment of peace forces to the combat zones in numbers sufficient to carry out the assigned missions, including localizing the conflict and disarming or eradicating any armed formations that refuse to cease their warfare.

**Peace-Building Operations**. These operations represent the whole aggregate of actions and measures that may be undertaken once the military phase of a conflict concludes. Their purpose is to prevent any renewal of the conflict. In addition to military security measures, such as those taken during peacekeeping operations, peace "building" includes: restoring social and political structures and institutions capable of preventing renewal of the conflict; restoring, first and foremost, trust between the previously warring parties; providing at least a minimal guarantee that the population will survive; resolving problems of refugees and other categories of people who have suffered during the conflict; and restoring the economy and effective operation of civilian structures, including those responsible for law and order, health care and education.

Generally speaking, both civilian and military peacekeeping forces and organizations take part in peace-building operations. The military’s specific job is to effect a final demobilization of the now former combatants’ armed formations.

**Humanitarian Actions**. Humanitarian actions, in whatever form or on whatever scale, are a part of almost all peace operations. In addition, they are carried out independently from other efforts aimed at ending the conflict and restoring peace. Humanitarian actions are undertaken to provide relief. They support the survival of the civilian population who have fallen victim to military actions. Very often these actions are conducted through the joint efforts of peacekeeping forces and international organizations, both governmental and non-governmental. Humanitarian actions generally include:

* delivering food, medicine, medical personnel, necessity items, tents, etc., to a conflict zone;
* setting up medical facilities, refugee camps, food distribution points, schools and other institutions to sustain those who suffered in the conflict;
* evacuating certain groups of the population, such as children, from zones hit by the conflict;
* restoring basic survival support systems, such as water lines, sewers, food storage facilities, power supply stations, etc.
* burying of remains.

The first responsibility of peace forces is to protect those who are performing the humanitarian missions, as well as to guard equipment, food, medicine and other items of material value. In

practice, however, it is most often the military themselves who carry out the bulk of the humanitarian work. English-speaking sources describe such operations as "humanitarian assistance operations," or "humanitarian missions.

The Mandate. The peacekeeping operations mandate provides the legal basis for the deployment and actions of the peacekeeping force. Ideally, it formulates the goals and missions of the peacekeeping force: size and structure of the international armed force that will carry out the operation; definition of the command and control system for the operation; responsibility of the international organization carrying out the peacekeeping operation and the government of the host country; and other basic points. Most peacekeeping operations mandates have been UN Security Council resolutions. In the majority of cases, UN mandates are in effect only for a short time, usually three to six months. This makes possible a fairly flexible reaction to a changing situation, as well as corrections to the force composition and its missions.

**Status-of-Forces Agreement** (Combined International Forces). This agreement is concluded between the UN (or other organization under whose mandate the peace operation is conducted) and the country on whose territory the peacekeeping force is deployed. It defines the basic rights, immunities and privileges of the peacekeeping personnel, and it also governs:

* financial problems, including the use of local currency;
* issues of peacekeeping personnel troop movement across the territory of the host country; rules for the use of transport centers, including airfields and ports;
* nature of coordination between peacekeeping personnel and the local armed forces, special forces, etc.;
* conditions and rules for using local personnel;
* conditions for peacekeeping personnel use of electricity, water, various day-to-day services, and payment for these services;
* issues of civil and criminal liability of peacekeeping personnel;
* other practical material, legal or daily-living issues.

The more detailed and skillfully prepared the status-of-forces agreement, the fewer problems arise for the peacekeeping force as it organizes the operation and performs its functions.

**Rules of Engagement**. One of the most important principles of international peacekeeping operations is restraint in the use of force (weapons). This principle is usually formulated as follows: weapons may be used only under extreme circumstances, when there is no other way to protect the life and health of service personnel. Much significance is attached to the creation, adoption and observance of the "rules of engagement" (abbreviated "ROE" in English-language sources). These rules strictly govern all instances involving the justifiable use of weapons, as well as the restrictions and rules for their use.

The key elements covered in the rules of engagement are the following: • rules for carrying and storing weapons;

• definition of the possibilities and rules for the justifiable use of weapons, including: selfdefense of peacekeeping personnel, defense of peacekeeping posts and facilities, support of other peacekeeping subunits, [enforcing] compliance with the conditions of demilitarized and buffer zones, and prevention of violent flare-ups that threaten the life and health of the population. The rules of engagement state:

• the requirement for, and rules for, giving clear warning as to the possibility that weapons may be used;

• the requirement that actions be taken to forestall situations which could cause arms to be used; • the display of decisive intent to use weapons if the actions requiring their use do not cease;

• accountability for an inappropriate use of weapons.

**Standard Operating Procedures**. The standard operating procedures are a composite document containing the operation mandate, the peacekeeping force commander’s concept, and the instructions and orders that spell out the actions of the force on the sector level. The standard operating procedures contain: historical and political information; the organizational and administrative structure of the sector and its headquarters; a breakdown of duties; missions of operational units and services; basic provisions on the rules of engagement; the operations plan; and other directives. In other words, the standard operating procedures contain all the information and directives essential for the successful practical functioning of the peacekeeping units and subunits on the tactical level.

**Conclusion**

The boundaries these concepts have become have become increasingly blurred. Indeed, experience has shown that they should be seen as mutually reinforcing. Used piecemeal or in isolation, they fail to provide the comprehensive approach required to address the root causes of conflict that, thereby, reduces the risk of conflict recurring. However, the international community’s ability to combine these activities effectively remains limited and this has, in some cases, resulted in critical gaps in the international response to crises that have threatened international peace and security.